

VZCZCXRO8392

PP RUEHAG RUEHAO RUEHAP RUEHAT RUEHBC RUEHBI RUEHBL RUEHBZ RUEHCD
RUEHCHI RUEHCI RUEHCN RUEHDA RUEHDE RUEHDF RUEHDT RUEH DU RUEHED RUEHEL
RUEHFK RUEHFL RUEHGA RUEHGD RUEHGH RUEHGI RUEHGR RUEHHA RUEHHM RUEHHO
RUEHHT RUEHIHL RUEHIK RUEHJO RUEHJS RUEHKN RUEHKR RUEHKS RUEHKUK
RUEHKW RUEHLA RUEHLH RUEHLN RUEHLZ RUEHMA RUEHMC RUEH MJ RUEHMR RUEHMRE
RUEHNAG RUEHNG RUEHNH RUEHNL RUEHNP RUEHNZ RUEHPA RUEHPB RUEHPD
RUEHPOD RUEHPT RUEHPW RUEHQU RUEHRD RUEHRG RUEHRN RUEHROV RUEHRS
RUEHTM RUEHTRO RUEHVC RUEHVK RUEHYG
DE RUEHC #9783/01 3552148

ZNR UUUUU ZZH

P 212128Z DEC 07

FM SECSTATE WASHDC

TO ALL DIPLOMATIC AND CONSULAR POSTS COLLECTIVE PRIORITY
RUEHTRO/AMEMBASSY TRIPOLI PRIORITY 7567

UNCLAS SECTION 01 OF 02 STATE 169783

SIPDIS

SENSITIVE

SIPDIS

E.O. 12958: N/A

TAGS: [MARR](#) [MCAP](#) [MOPS](#) [EAID](#) [PGOV](#) [PINR](#) [PINS](#) [PREL](#)

PROP, PTER, KISL, IZ, RP, UK

SUBJECT: INTERIM INTERAGENCY COUNTERINSURGENCY GUIDE
LAUNCHED, WORKSHOP EXPANDS USG DISCUSSION ON
COUNTERINSURGENCY

REF: STATE 81232

1. (U) This cable is Sensitive But Unclassified -- Not
for Internet distribution.

2. (SBU) SUMMARY: As part of the Interagency
Counterinsurgency Initiative, over a nine month period
the Bureau of Political-Military Affairs (PM) has led an
interagency team composed of representatives from nine
agencies and multiple bureaus within the Department in
drafting a strategic level educational guide on
counterinsurgency (COIN) for senior policy makers. The
document is titled "Counterinsurgency for U.S. Government
Policy Makers: A Work in Progress" and is also known as
the Interim COIN Guide. On November 15-16, PM hosted a
workshop in Arlington, Virginia to broaden the dialogue
on counterinsurgency among USG agencies and workshop
participants from think tanks, academia, media, and
several members of the diplomatic corps (Iraq,
Philippines, UK) and to take the Guide towards its final
form. END SUMMARY.

3. (U) The Interagency Counterinsurgency Initiative
seeks to socialize counterinsurgency concepts across U.S.
Government agencies and to build the capacity of the USG
to partner with host nations to assist their management
of effective COIN campaigns. The Interim COIN Guide is
one element of the Interagency Counterinsurgency
Initiative, which was launched in September 2006. The
objectives of the Guide mirror those of the Initiative,
with the specific goal of engendering a common
understanding of insurgency and counterinsurgency across
the USG. The process of bringing together the
participants in the drafting process has proven as
valuable as the Guide itself as we build a wider and
deeper COIN community of interest whose participants are
positioned to press for change in their organizations so
the USG as a whole is able to deliver more effective COIN
capabilities. Additional information on the Initiative
can be found on the internet at www.usgcoin.org, which
includes a Fact Sheet and an electronic version of the
Guide.

4. (U) Counterinsurgency expert Dr. David Kilcullen of
the Counselor's staff ran the workshop. Ambassador
Stephen Mull, Acting Assistant Secretary of State for
Political-Military Affairs (PM), delivered the opening

remarks. Ambassador John Herbst of S/CRS, USAID Acting Deputy Administrator James Kunder, Assistant Secretary of Defense for Special Operations and Low Intensity Conflict and Interdependent Capabilities (OSD/SOLIC) Michael Vickers also spoke, underlining the relevance of the Guide to their organizations and to the USG in general. Janine Davidson of OSD/SOLIC's Stability Operations Capabilities office presented on the role of doctrine in driving organizational change and Donna Hopkins of PM's Office of Plans, Policy and Analysis outlined the way forward for the Guide at the end of the workshop.

KEY POINTS OF DISCUSSION

15. (U) One of the main goals of the two day workshop was to solicit views from a wide range of participants inside and outside the USG whose organizations play a role in counterinsurgency. Complete consensus was not sought and there were points of disagreement among workshop participants.

16. (U) Many participants agreed that the Interim COIN Guide needs a strong focus on USG support to the host nation governments affected by insurgency. This emphasizes the benefits of an indirect approach - partnering with host nation governments to assist them in implementing a COIN plan of their own, rather than the USG running a COIN campaign itself on behalf of the host nation. Ideally, the host nation has a COIN plan; the USG should assess whether and where it can assist. If the host nation does not have a COIN plan, the USG should build a planning capacity early in any engagement with the host nation in addressing an insurgency.

17. (SBU) A main point of disagreement was whether a USG COIN campaign should be fully interagency or whether only the foreign affairs agencies - the Department of State,

STATE 00169783 002 OF 002

SUBJECT: INTERIM INTERAGENCY COUNTERINSURGENCY GUIDE LAUNCHED, WORKSHOP EXPANDS USG DISCUSSION
Defense, USAID and the intelligence community - would be more effective. Some participants supported the former by noting that many agencies outside the foreign affairs agencies have technical assistance programs and funding that can be brought to bear in a COIN campaign. Others supported the latter option by noting that the foreign affairs agencies are accustomed to and more effective at working overseas, particularly when the environment is semi-permissive or non-permissive; and they have the legal and budgetary authorities for foreign assistance.

18. (U) There was extensive discussion as to whether the Guide should be realistic or aspirational. A considerable number of participants concluded that it should be realistic, with call-out boxes in various spots to highlight required (but not extant) capabilities or institutional arrangements.

19. (U) Many participants called for a blunt discussion in the Guide of capability gaps, the implications for counterinsurgency of the resource imbalance between the Defense Department and the rest of the interagency, and other challenges and constraints on the USG in a counterinsurgency environment.

110. (U) There was broad agreement that Congressional involvement is essential in building and maintaining key COIN capabilities in the government and to ensure broad support, both political and financial, for engaging with a foreign partner that faces a destructive insurgency.

THE WAY FORWARD; COMMENTS WELCOMED

111. (U) The Interim COIN Guide can be found on the

homepage of the Interagency Counterinsurgency Initiative website at www.usgcoin.org. Posts and bureaus within the Department and USAID missions are encouraged to review and comment on all aspects of the Guide including its scope, focus, and content. PM requests that comments be transmitted by January 15, 2008. Comments can be sent to Thomas F. Cooney in the PM bureau via email (CooneyTF@state.gov on the unclassified system).

¶12. (U) The Guide is being revised with input from the November workshop. A reworked Guide will be ready in February. At that time, PM will host a workshop in conjunction with the Defense Department. The workshop will review the revised Guide and an outline for a forthcoming Defense Department Joint Publication on Counterinsurgency, in part to ensure the two are compatible.

¶13. (U) In late spring 2008, PM will hold a workshop with a COIN expert panel to assess the adequacy of the revised Guide, which will then be field tested with embassies, Provincial Reconstruction Teams in Iraq and Afghanistan, USAID missions and military units. A final, cleared interagency document will be ready in the fall of 2008 for submission to the appropriate interagency officials for signature.

¶14. (U) Minimize considered.
RICE